

82D CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } No. 1210

READJUSTMENT OF POSTAL RATES

OCTOBER 18, 1951.—Ordered to be printed

Mr. MURRAY of Tennessee, from the committee of conference,
submitted the following

CONFERENCE REPORT

[To accompany S. 1046]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1046) to readjust postal rates, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment insert the following:

TITLE I

FIRST-CLASS MAIL

SECTION 1. (a) The rate of postage on each single postal card issued and sold under the provisions of section 3916 of the Revised Statutes (U. S. C., title 39, sec. 356), and on each portion of double postal cards issued and sold under the provisions of the Act of March 3, 1879 (U. S. C., title 39, sec. 358), shall be 2 cents: Provided, That on all single and double postal cards sold in quantities of fifty or more there shall be an additional charge of 10 per centum. The rate of postage on each private mailing or post card conforming to the conditions prescribed by the Act of May 19, 1898 (U. S. C., title 39, sec. 281), shall be 2 cents.

(b) Except as provided in paragraph (a) of this section, the rate of postage on mail matter of the first class when mailed for local delivery at post offices where free delivery by carrier is not established and when the matter is not collected or delivered by rural or star route carriers, shall be 2 cents for each ounce or fraction thereof.

SECOND-CLASS MAIL

SEC. 2. (a) *In the case of publications entered as second-class matter (including sample copies to the extent of 10 per centum of the weight of copies mailed to subscribers during the calendar year) when mailed by the publisher thereof from the post office of publication and entry or other post office where such entry is authorized, or when mailed by news agents (registered as such under regulations prescribed by the Postmaster General) to actual subscribers thereto or to other news agents for the purpose of sale, the total postage computed at the pound rates in effect under existing law and based on the bulk weight of each mailing shall be increased (1) by 10 per centum, beginning on April 1, 1952, (2) by an additional 10 per centum, based on the rates now in force, beginning on April 1, 1953, and (3) by an additional 10 per centum, based on the rates now in force, beginning on April 1, 1954: Provided, That publications having over 75 per centum advertising in more than one-half of their issues during any twelve months' period shall not be accepted for mailing as second-class matter and their entry shall be revoked, except that for the purpose of this proviso only, a charge made solely for the publication of transportation schedules, fares, and related information shall not be construed as constituting a charge for advertising: Provided further, That the rate of postage on newspapers or periodicals maintained by and in the interests of religious, educational, scientific, philanthropic, agricultural, labor, veterans' or fraternal organizations or associations, not organized for profit and none of the net income of which inures to the benefit of any private stockholder or individual, shall be 1½ cents per pound or fraction thereof, and the increases provided by this section shall not apply to such rate: And provided further, That existing rates shall continue in effect with respect to any religious, educational, or scientific publication designed specifically for use in school classrooms or in religious instruction classes. The publisher of any such newspaper, periodical, or publication before being entitled to such rate shall furnish proof of qualification to the Postmaster General at such times and under such conditions as the Postmaster General may prescribe.*

(b) *The free-in-county mailing privilege and the rates of postage on copies of publications of the second class when addressed for delivery within the county in which they are published and entered as such shall be the same as authorized by existing law: Provided further, That copies of a publication mailed at a post office where it is entered, for delivery by letter carriers at a different post office within the delivery limits of which the headquarters or general business office of the publisher is located, shall be chargeable with postage at the rate that would be applicable if the copies were mailed at the latter office, unless postage chargeable at the pound rates from the office of mailing is higher, in which case such higher rates shall apply.*

(c) *In no case, except where the free-in-county mailing privilege is applicable, shall the postage on each individually addressed copy be less than one-eighth of 1 cent.*

(d) *The rate of postage on copies of publications having second-class entry mailed by others than the publishers or authorized news agents, sample copies mailed by the publishers in excess of the 10 per centum allowance entitled to be sent at the pound rates, and copies mailed by the publishers to persons who may not be included in the required legitimate list of subscribers, shall be 2 cents for the first two ounces and 1 cent for*

each additional two ounces or fraction thereof, except when the postage at the rates prescribed for fourth-class matter is lower, in which case the latter rates shall apply, computed on each individually addressed copy or package of unaddressed copies, and not on the bulk weight of the copies and packages.

THIRD-CLASS MAIL

SEC. 3. The rate of postage on third-class matter shall be 2 cents for the first two ounces or fraction thereof, and 1 cent for each additional ounce or fraction thereof up to and including eight ounces in weight, except that the rate of postage on books and catalogs, of twenty-four pages or more, seeds, cuttings, bulbs, roots, scions, and plants not exceeding eight ounces in weight shall be 2 cents for the first two ounces or fraction thereof and 1½ cents for each additional two ounces or fraction thereof: Provided, That upon payment of a fee of \$10 for each calendar year or portion thereof and under such regulations as the Postmaster General may establish for the collection of the lawful revenue and for facilitating the handling of such matter in the mails, it shall be lawful to accept for transmission in the mails, separately addressed identical pieces of third-class matter in quantities of not less than twenty pounds, or of not less than two hundred pieces, subject to pound rates of postage applicable to the entire bulk mailed at one time: Provided further, That the rate of postage on third-class matter mailed in bulk under the foregoing provision shall be 14 cents for each pound or fraction thereof with a minimum charge per piece of 1 cent, except that in the case of books and catalogs of twenty-four pages or more, seeds, cuttings, bulbs, roots, scions, and plants the rate shall be 10 cents for each pound or fraction thereof with a minimum charge per piece of 1 cent: Provided further, That the minimum charge per piece of 1 cent specified in the foregoing proviso shall be increased to 1½ cents on July 1, 1952: Provided further, That pieces or packages of such size or form as to prevent ready facing and tying in bundles and requiring individual distributing throughout shall be subject to a minimum charge of 3 cents each: And provided further, That the rates prescribed by this section shall not apply with respect to matter mailed by religious, educational, scientific, philanthropic, agricultural, labor, veterans', or fraternal organizations or associations, not organized for profit and none of the net income of which inures to the benefit of any private stockholder or individual, and the existing rates shall continue to apply with respect to such matter.

BOOKS

SEC. 4. The rates of postage prescribed by subsections (d) and (e) of section 204 of the Postal Rate Revision and Federal Employees Salary Act of 1948 shall remain in effect until otherwise provided by Congress.

SPECIAL DELIVERY

SEC. 5. Mail of any class shall be given the most expeditious handling and transportation practicable and immediate delivery at the office of address when, in addition to the regular postage, a special-delivery fee is prepaid thereon by means of special-delivery stamps or ordinary postage stamps, or in such other manner as the Postmaster General may prescribe, in accordance with the following schedule: Matter weighing not more than

two pounds, if of the first class, 20 cents; if of any other class, 35 cents. Matter weighing more than two but not more than ten pounds, if of the first class, 35 cents; if of any other class, 45 cents. Matter weighing more than ten pounds, if of the first class, 50 cents; if of any other class, 60 cents.

REGISTERED MAIL

SEC. 6. (a) Mail matter shall be registered on the application of the party posting the same. The registry fees, which shall be in addition to the regular postage, and the limits of indemnity therefor within the maximum indemnity provided by this subsection, shall be as follows:

For articles having no intrinsic value and for which no indemnity is payable, 30 cents;

For registry indemnity not exceeding \$5, 40 cents;

For registry indemnity exceeding \$5 but not exceeding \$25, 55 cents;

For registry indemnity exceeding \$25 but not exceeding \$50, 65 cents;

For registry indemnity exceeding \$50 but not exceeding \$75, 75 cents;

For registry indemnity exceeding \$75 but not exceeding \$100, 85 cents;

For registry indemnity exceeding \$100 but not exceeding \$200, 95 cents;

For registry indemnity exceeding \$200 but not exceeding \$300, \$1.05;

For registry indemnity exceeding \$300 but not exceeding \$400, \$1.15;

For registry indemnity exceeding \$400 but not exceeding \$500, \$1.25;

For registry indemnity exceeding \$500 but not exceeding \$600, \$1.35;

For registry indemnity exceeding \$600 but not exceeding \$700, \$1.45;

For registry indemnity exceeding \$700 but not exceeding \$800, \$1.55;

For registry indemnity exceeding \$800 but not exceeding \$900, \$1.65;

For registry indemnity exceeding \$900 but not exceeding \$1,000, \$1.75:

Provided, That for registered mail having a declared value in excess of \$25, a registry fee of not less than 55 cents shall be paid.

(b) For registered mail or insured mail treated as registered mail having a declared value in excess of the maximum indemnity covered by the registry or insurance fee paid there shall be charged additional fees (known as "surcharges") as follows: When the declared value exceeds the maximum indemnity covered by the registry or insurance fee paid by not more than \$50, 2 cents; by more than \$50 but not more than \$100, 3 cents; by more than \$100 but not more than \$200, 4 cents; by more than \$200 but not more than \$400, 6 cents; by more than \$400 but not more than \$600, 7 cents; by more than \$600 but not more than \$800, 8 cents; by more than \$800 but less than \$1,000, 10 cents; and if the excess of the declared value over the maximum indemnity covered by the registry or insurance fee paid is \$1,000 or more, the additional fees for each \$1,000 or part of \$1,000 on articles destined to points within the several zones applicable to fourth-class matter shall be as follows:

For local delivery or for delivery within the first zone, 12 cents;

For delivery within the second zone, 14 cents;

For delivery within the third zone, 16 cents;

For delivery within the fourth zone, 17 cents;

For delivery within the fifth or sixth zones, 18 cents;

For delivery within the seventh or eighth zones, 19 cents: Provided, That for registered mail or insured mail treated as registered mail of such kind or character that it may be carried at less than the maximum risk of loss in the mails, the Postmaster General may prescribe rules for determining upon what part of the declared value in excess of the maximum indemnity covered by the registry or insurance fee paid the additional fees shall be based.

RETURN RECEIPTS FOR REGISTERED MAIL

Sec. 7. Whenever the sender of any registered mail shall so request, and upon payment of a fee of 7 cents at the time of mailing or of 15 cents subsequent to the time of mailing, a receipt shall be obtained for such registered mail, showing to whom and when the same was delivered, which receipt shall be returned to the sender, and be received in the courts as prima facie evidence of such delivery: Provided, That upon payment of the additional sum of 24 cents at the time of mailing of any such registered mail, a receipt shall be obtained for such registered mail, showing to whom, when, and the address where the same was delivered, which receipt shall be returned to the sender, and be received in the courts as prima facie evidence of such delivery: Provided further, That no refund shall be made of fees paid for return receipts for registered mail where the failure to furnish the sender a return receipt or the equivalent is not due to the fault of the postal service.

FEEs FOR INSURED MAIL

Sec. 8. The fees for insurance, which shall be in addition to the regular postage, and the limits of indemnity therefor within the maximum indemnity provided by this section, shall be as follows: 5 cents for indemnification not exceeding \$5; 10 cents for indemnification exceeding \$5 but not exceeding \$10; 15 cents for indemnification exceeding \$10 but not exceeding \$25; 20 cents for indemnification exceeding \$25 but not exceeding \$50; 30 cents for indemnification exceeding \$50 but not exceeding \$100; 35 cents for indemnification exceeding \$100 but not exceeding \$200.

RETURNED RECEIPTS FOR INSURED MAIL

Sec. 9. Whenever the sender of an insured article of mail on which other than the minimum fee was paid shall so request, and upon payment of a fee of 7 cents at the time of mailing or of 15 cents subsequent to the time of mailing, a receipt shall be obtained for such insured mail, showing to whom and when the same was delivered, which receipt shall be returned to the sender, and be received in the courts as prima facie evidence of such delivery: Provided, That upon payment of the additional sum of 24 cents at the time of mailing of any insured article of mail on which other than the minimum fee was paid, a receipt shall be obtained for such insured mail, showing to whom, when, and the address where the same was delivered, which receipt shall be returned to the sender, and be received in the courts as prima facie evidence of such delivery: Provided further, That no refund shall be made of fees paid for return receipts for insured mail where the failure to furnish the sender a return receipt or the equivalent is not due to the fault of the postal service.

FEEs FOR COLLECT-ON-DELIVERY MAIL

Sec. 10. The fees for collect-on-delivery service for sealed domestic mail matter of any class bearing postage at the first-class rate and for domestic third- and fourth-class mail matter shall, in addition to the regular postage and any other required fees, be as follows: 30 cents for collections and indemnity not exceeding \$5; 40 cents for collections and indemnity exceeding \$5 but not exceeding \$10; 60 cents for collections and indemnity exceeding \$10 but not exceeding \$25; 70 cents for collections

and indemnity exceeding \$25 but not exceeding \$50; 80 cents for collections and indemnity exceeding \$50 but not exceeding \$100; 90 cents for collections and indemnity exceeding \$100 but not exceeding \$150; \$1 for collections and indemnity exceeding \$150 but not exceeding \$200.

REGISTERED COLLECT-ON-DELIVERY MAIL

SEC. 11. (a) The fee for collect-on-delivery service for registered sealed domestic mail of any class bearing postage at the first-class rate shall, in addition to the regular postage and any other required fees, be 80 cents for collections and indemnity not exceeding \$10; \$1.10 for collections and indemnity exceeding \$10 but not exceeding \$50; \$1.20 for collections and indemnity exceeding \$50 but not exceeding \$100; \$1.40 for collections and indemnity exceeding \$100 but not exceeding \$200. The maximum amount of charges collectible on any registered sealed domestic collect-on-delivery article shall be \$200.

(b) When indemnity in excess of \$200 is desired, the fee for such registered sealed domestic collect-on-delivery mail shall, in addition to the regular postage and any other required fees, be \$1.50 for indemnity exceeding \$200 but not exceeding \$300; \$1.60 for indemnity exceeding \$300 but not exceeding \$400; \$1.70 for indemnity exceeding \$400 but not exceeding \$500; \$1.80 for indemnity exceeding \$500 but not exceeding \$600; \$1.90 for indemnity exceeding \$600 but not exceeding \$700; \$2 for indemnity exceeding \$700 but not exceeding \$800; \$2.10 for indemnity exceeding \$800 but not exceeding \$1,000.

FEES FOR SPECIAL SERVICES

SEC. 12. (a) The Postmaster General is authorized to prescribe by regulation from time to time the fees which shall be charged by the postal service—

- (1) for the registry of mail matter;
- (2) for the insurance of mail matter, or other indemnification of senders thereof for articles damaged or lost;
- (3) for securing a signed receipt upon the delivery of registered or insured mail matter and returning such receipt to sender;
- (4) for collect-on-delivery service;
- (5) for special-delivery service;
- (6) for special-handling service;
- (7) for the issuance of money orders;
- (8) for notice to publishers of undeliverable second-class mail, for notice of change of address, and for notice to addressee or sender of undeliverable third- or fourth-class matter, or of undeliverable second-class matter mailed at the transient rate.

(b) Regulations issued by the Postmaster General under subsection (a) shall, to the extent prescribed therein, supersede existing laws, regulations, and orders governing the fees for the services covered thereby.

JOINT COMMITTEE ON POSTAL SERVICE

SEC. 13. (a) (1) There is hereby established a Joint Committee on the Postal Service (hereinafter referred to as the "joint committee"), to be composed of three members of the Committee on Post Office and Civil Service of the Senate, to be appointed by the President of the Senate, and three members of the Committee on Post Office and Civil Service of the House of

Representatives, to be appointed by the Speaker of the House of Representatives.

(2) The chairman of the joint committee shall be the chairman of the Post Office and Civil Service Committee of the Senate, and the vice-chairman shall be the chairman of the Committee on Post Office and Civil Service of the House of Representatives. Vacancies in the membership of the joint committee shall not affect the power of the remaining members to execute the functions of the joint committee, and shall be filled in the same manner as the original selection. A majority of the members of the joint committee, or any subcommittee thereof, shall constitute a quorum for the transaction of business, except that a lesser number, to be fixed by the joint committee, shall constitute a quorum for the purpose of taking sworn testimony.

(b) The joint committee, acting as a whole or by subcommittee, shall conduct a thorough study and investigation in respect of the following matters:

(1) Postal rates and charges in relation to the reasonable cost of handling the several classes of mail matter and special services, with due allowances in each class for the care required, the degree of preferment, priority in handling, and economic value of the services rendered and the public interest served thereby.

(2) The extent to which expenditures now charged to the Post Office Department for the following items should be excluded in considering costs for the several classes of mail matter and special services:

(A) Expenditures for free postal services;

(B) Expenditures in excess of revenues for international postal services;

(C) Expenditures for subsidies for postal services pursuant to law or legislative policy of Congress;

(D) Expenditures in excess of revenues, pursuant to the Act of June 5, 1930 (39 U. S. C. 793), not enumerated in the preceding subparagraphs (A), (B), or (C);

(E) Expenditures for services of any character not otherwise enumerated herein which may be performed for other departments and agencies of the Government; and

(F) Expenditures which may be justified only on a national welfare basis and not primarily as a business function.

(3) Expenditures for the Post Office Department by other Government agencies which should be considered in connection with the cost for the handling of the several classes of mail matter and special services, such as employees' retirement, use of Government buildings, and maintenance services.

(4) The extent, if any, to which Post Office Department expenditures in excess of revenue, for its various services and for the handling of various classes of mail, are justified as being in the public interest.

(c) (1) The joint committee, or any duly authorized subcommittee thereof, is authorized (A) to hold such hearings; (B) to sit and act at such places and times; (C) to require, by subpoena or otherwise, the attendance of such witnesses and the production of such books, papers, and documents; (D) to administer such oaths; (E) to take such testimony; (F) to procure such printing and binding; and (G) to make such expenditures, as it deems advisable. The cost of stenographic services to report such hearings shall not exceed 25 cents per hundred words. The provisions of

sections 102 to 104, inclusive, of the Revised Statutes shall apply in the case of any failure of any witness to comply with a subpoena or to testify when summoned under authority of this section.

(2) The joint committee is authorized to appoint and fix the compensation of such personnel as it deems necessary to assist it in the performance of its functions. Such compensation shall not be fixed at a rate in excess of the maximum rate payable under section 202 (e) of the Legislative Reorganization Act of 1946, as amended, in the case of employees of standing committees, except that the joint committee may employ part-time consultants, experts, and technicians at a per diem rate not in excess of \$50. The joint committee may also contract for the service of accounting and management engineering firms to assist it in the performance of its functions. Insofar as practicable, the joint committee shall employ persons familiar with the operation of the postal service, accounting practices, or problems of public transportation and distribution with special reference to rate making in those fields. The chairman and vice chairman of the joint committee are authorized to assign from time to time the members of the staff of their respective committees to duties and responsibilities in connection with the operation of such joint committee.

(d) The joint committee shall report from time to time to the committees of the Senate and House of Representatives from which the membership of the joint committee was appointed, and shall submit its final report to the Senate and the House of Representatives not later than January 15, 1953, of the results of its study and investigation together with such recommendations as to necessary legislation as it may deem advisable. Upon the submission of such final report the joint committee shall cease to exist.

(e) There is hereby authorized to be appropriated not in excess of \$100,000 to carry out the purposes of this section, to be disbursed by the Secretary of the Senate on vouchers signed by the chairman and vice chairman of the joint committee.

REPEAL OF EXISTING PROVISIONS

SEC. 14. All existing laws or portions thereof, inconsistent or in conflict with this title, are hereby amended or repealed.

APPLICATION TO GUAM

SEC. 15. This Act shall have the same force and effect within Guam as within other possessions of the United States.

EFFECTIVE DATE

SEC. 16. This title shall take effect on the first day of the third calendar month following the calendar month in which it is enacted, except the rates herein provided for second-class mail shall take effect on the first day of the second quarter beginning after the approval of this Act.

TITLE II

SEC. 201. This title may be cited as the "Annual and Sick Leave Act of 1951".

COVERAGE AND EXEMPTIONS

SEC. 202. (a) *Except as provided in subsection (b), this title shall apply to all civilian officers and employees of the United States and of the government of the District of Columbia, including officers and employees of corporations wholly owned or controlled by the United States.*

(b) (1) *This title shall not apply to—*

(A) *teachers and librarians of the public schools of the District of Columbia;*

(B) *part-time officers and employees (except hourly employees in the field service of the Post Office Department) for whom there has not been established a regular tour of duty during each administrative workweek;*

(C) *temporary employees engaged on construction work at hourly rates;*

(D) *employees of the Canal Zone Government and the Panama Canal Company when employed on the Isthmus of Panama;*

(E) *commissioned officers of the Public Health Service;*

(F) *commissioned officers of the Coast and Geodetic Survey;*

(G) *doctors, dentists, and nurses in the Department of Medicine and Surgery of the Veterans' Administration;*

(H) *officers and employees of the Senate and House of Representatives; and*

(I) *officers and employees of any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests.*

(2) *This title, except section 203 (g), shall not apply to alien employees who occupy positions outside the several States and the District of Columbia.*

(3) *Section 204 of this title shall not apply to officers and members of the Metropolitan Police and the Fire Department of the District of Columbia.*

ANNUAL LEAVE

SEC. 203. (a) *Officers and employees to whom this title applies shall be entitled to annual leave with pay which shall accrue as follows—*

(1) *one-half day for each full biweekly pay period in the case of officers and employees with less than three years of service,*

(2) *three-fourths day for each full biweekly pay period (except that the accrual for the last full biweekly pay period in the year shall be one and one-fourth days) in the case of officers and employees with three but less than fifteen years of service, and*

(3) *one day for each full biweekly pay period in the case of officers and employees with fifteen years or more of service.*

In determining years of service for the purposes of this subsection, there shall be included all service creditable under the provisions of section 5 of the Civil Service Retirement Act of May 29, 1930, as amended, for the purposes of an annuity under such Act and the determinations of the period of service rendered may be made upon the basis of an affidavit of the employee. In the case of an officer or employee who is not paid on the basis of biweekly pay periods, the leave provided by this title shall accrue on the same basis as it would accrue if such officer or employee were paid on the basis of biweekly pay periods.

ADJUSTMENT OF POSTAL RATES

(b) Any change in the rate of accrual of annual leave by an officer or employee under the provisions of this section shall take effect as of the beginning of the pay period following the pay period, or corresponding period in the case of an officer or employee who is not paid on the basis of biweekly pay periods, in which such officer or employee completes the prescribed period of service.

(c) The annual leave provided for in this section, which is not used by an officer or employee, shall accumulate for use in succeeding years until it totals not to exceed sixty days at the end of the last complete biweekly pay period, or corresponding period in the case of an officer or employee who is not paid on the basis of biweekly pay periods, occurring in any year.

(d) Notwithstanding the provisions of subsection (c), a maximum accumulation not to exceed ninety days at the end of the last complete biweekly pay period, or corresponding period in the case of an officer or employee who is not paid on the basis of biweekly pay periods, in any year is authorized to the following categories of employees of the Federal Government, other than officers and employees in the Foreign Service of the United States under the Department of State, stationed outside the several States and the District of Columbia:

(1) Persons directly recruited or transferred from the United States by the Federal Government.

(2) Persons employed locally but (A) who were originally recruited from the United States and have been in substantially continuous employment by other Federal agencies, United States firms, interests, or organizations, international organizations in which the United States Government participates, or foreign governments, and whose conditions of employment provide for their return transportation to the United States, or (B) who were at the time of employment temporarily absent from the United States for purposes of travel or formal study and maintained residence in the United States during such temporary absence.

(3) Persons who are not normally residents of the area concerned and who are discharged from the military service of the United States to accept employment with an agency of the Federal Government.

(e) Where an officer or employee to whom the provisions of subsection (d) are applicable, or who is in the Foreign Service of the United States under the Department of State, and whose post of duty is outside the several States and the District of Columbia returns to any such State or the District of Columbia on leave, the leave granted pursuant to this Act shall be exclusive of the time actually and necessarily occupied in going to and from his post of duty and such time as may be necessarily occupied in awaiting sailing or flight. The provisions of this subsection shall not apply with respect to more than one period of leave in any twenty-four month period.

(f) Officers and employees in the Foreign Service of the United States under the Department of State may be granted leave of absence, without regard to any other leave provided by this title, for use in the United States, its Territories or possessions, at a rate equivalent to one week for each four months of service outside the several States and the District of Columbia. Such leave may be accumulated for future use without regard to the limitation in subsection (c) but no such leave which is not used shall be made the basis for any terminal leave or lump-sum payment.

(g) Alien employees who occupy positions outside the several States and the District of Columbia may, in the discretion of the head of the

department or agency concerned, be granted leave of absence with pay not in excess of the amount of annual and sick leave allowable under this title in the case of citizen employees.

(h) The annual leave provided for in this section, including such leave as will accrue to any officer or employee during the year, may be granted at any time during such year as the heads of the various departments and independent establishments may prescribe.

(i) Notwithstanding the provisions of subsection (a), an officer or employee shall be entitled to annual leave under this title only after having been employed currently for a continuous period of ninety days under one or more appointments without break in service. In any case in which an officer or employee completes a period of continuous employment of ninety days there shall be credited to him an amount of annual leave equal to the amount which, but for this subsection, would have accrued to him under subsection (a) during such period.

SICK LEAVE

SEC. 204. (a) Officers and employees to whom this title applies shall be entitled to sick leave with pay, which shall accrue on the basis of one-half day for each full biweekly pay period.

(b) The sick leave provided for in this section, which is not used by an officer or employee during the year in which it accrues, shall accumulate and be available for use in succeeding years.

(c) Not to exceed thirty days sick leave may be advanced in cases of serious disability or ailments and when required by the exigencies of the situation.

GENERAL PROVISIONS

SEC. 205. (a) The days of leave provided for in this title shall mean days upon which an employee would otherwise work and receive pay, and shall be exclusive of holidays, and all nonworkdays established by Federal statute or by Executive or administrative order.

(b) An employee shall be considered for the purposes of this title to have been employed for a full biweekly pay period if he shall have been employed during the days within such period, exclusive of holidays and all nonworkdays established by Federal statute or by Executive or administrative order, which fall within his basic administrative workweek.

(c) Part time officers and employees, unless otherwise excepted, shall be entitled on a pro rata basis to the benefits provided by sections 203 and 204 of this title.

(d) The authorized absence of a rural carrier on Saturdays which occur within or at the beginning or end of a period of sick or annual leave of five or more days' duration (or four days' duration if a holiday falls within or at the beginning or end of the period of sick or annual leave) shall be without charge to such leave or loss of compensation. Saturdays occurring in a period of annual or sick leave taken in a smaller number of days may at the option of the carrier be charged to his accrued leave and when so charged he shall be paid for such absence.

REGULATIONS

SEC. 206. The Civil Service Commission is authorized to prescribe such rules and regulations as may be necessary to provide for the administration of this title.

REPEALS

SEC. 207. (a) The following Acts or parts of Acts are hereby repealed:

(1) The Act entitled "An Act to provide for vacations to Government employees, and for other purposes", approved March 14, 1936 (49 Stat. 1161).

(2) The Act entitled "An Act to standardize sick leave and extend it to all civilian employees", approved March 14, 1936 (49 Stat. 1162).

(3) Section 6 of the Act entitled "An Act to reclassify the salaries of postmasters, officers, and employees of the Postal Service; to establish uniform procedure for computing compensation; and for other purposes", approved July 6, 1945, as amended (59 Stat. 435).

(4) The paragraph under the heading "Public Printing and Binding" in the Act entitled "An Act making appropriations for sundry civil expenses of the government for the fiscal year ending June thirtieth, eighteen hundred and ninety-seven, and for other purposes", approved June 11, 1896 (44 U. S. C. 45), relating to leaves of absence of employees of the Government Printing Office.

(5) The third proviso in the Act of August 29, 1916 (34 U. S. C. 513).

(6) Sections 931 and 932 of the Foreign Service Act of 1946.

(7) Section 601 of the Independent Offices Appropriation Act, 1952.

(b) Section 2 of the Act entitled "An Act to provide for the promotion of substitute employees in the postal service, and for other purposes", approved April 15, 1947 (61 Stat. 40), is amended by striking out the words "and leave".

SAVING PROVISION

SEC. 208. (a) In any case in which—

(1) the amount of accumulated annual leave carried over into the calendar year 1952 by an officer or employee under provisions of law applicable to such officer or employee on December 31, 1951, is in excess of the amount allowable under the applicable provisions of section 203, or

(2) the amount of accumulated annual leave to the credit of an officer or employee who is subject to the provisions of section 203 (d) and who becomes subject to the provisions of section 203 (c) is in excess of the amount allowable under section 203 (c), such excess shall remain to the credit of such officer or employee until used, but the use during any year of an amount of leave in excess of the aggregate amount which shall have accrued during such year shall automatically reduce the maximum allowable accumulation at the end of the last complete biweekly pay period in any year until the accumulation of such officer or employee no longer exceeds the amount prescribed in the applicable provisions of section 203.

(b) An officer or employee heretofore subject to a system of leave administered on a calendar-day basis shall be deemed to have to his credit on the effective date of this title five-sevenths day of leave chargeable as provided in section 205 (a) for each calendar day's leave to his credit on such date.

(c) No officer or employee shall be considered, by reason of the enactment of this title, to have been transferred to an agency under a different leave system within the meaning of the Act entitled "An Act to provide for the payment to certain Government employees for accumulated or accrued annual leave upon their separation from Government service", approved December 21, 1944 (5 U. S. C. 61d).

(d) Any person who served during the period from December 1, 1950, to January 6, 1952, as an employee in the postal service, other than a substitute rural carrier, under a temporary or indefinite appointment for not less than ninety days and who shall not have been separated from the postal service prior to January 6, 1952, shall be deemed to have earned annual leave at the rate of fifteen days per year and sick leave at the rate of 10 days per year, and for such purposes shall receive credit for one-twelfth of a year for each whole calendar month he was carried on the roll as a temporary or indefinite employee during such period.

EFFECTIVE DATE

SEC. 209. This title shall take effect on January 6, 1952, except that paragraph (7) of section 207 (a) shall take effect as of the date of enactment of the Independent Offices Appropriation Act, 1952.

And the House agree to the same.

TOM MURRAY,
GEORGE M. RHODES,
M. G. BURNSIDE,
EDWARD H. REES,
HAROLD C. HAGEN,

Managers on the Part of the House.

OLIN D. JOHNSTON,
JOHN O. PASTORE,
THOS. R. UNDERWOOD,
WILLIAM LANGER,
FRANK CARLSON,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1046) to readjust postal rates, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House struck out all of the Senate bill after the enacting clause and inserted a substitute text. The Senate recedes from its disagreement to the House amendment with an amendment which is a substitute for both the Senate bill and the House amendment. Except for technical and minor drafting changes, the differences between title I of the Senate bill, the House amendment, and title I of the conference substitute are explained below.

The Senate bill consisted of two titles: title I relating to the readjustment of postal rates and the establishment of a temporary Joint Committee on the Postal Service, and title II provided for a new annual and sick leave law for Government officers and employees. The House amendment related only to the readjustment of postal rates.

POSTAL RATES

Section 1 (a) of title I of the Senate bill increased the rate of postage on the first ounce, or fraction thereof, of letters and sealed parcels in first-class mail from 3 cents to 4 cents. The House amendment provided no such increase. The conference substitute does not provide for such increase in first-class mail rates.

Section 1 (c) of the Senate bill and section 1 (a) of the House amendment both increased the rate of postage on Government postal cards and private mailing or post cards, and on each portion of double Government postal cards, from 1 cent to 2 cents. The House amendment also imposed an additional charge of 10 percent on all single and double Government postal cards sold in quantities of 100 or more. The conference substitute retains this additional charge of 10 percent on single and double Government postal cards, but provides that such charge shall apply with respect to all such cards which are sold in quantities of 50 or more.

Section 1 (d) of the Senate bill increased the rates of postage on the first ounce, or fraction thereof, of domestic air-mail letters and packages from 6 cents to 8 cents, and on air-mail Government postal cards and private mailing or post cards from 4 cents to 5 cents. The House amendment provided no such increase in air-mail rates. The conference substitute does not provide for such increases in air-mail rates.

Section 2 (a) of the Senate bill provided three permanent increases of 20 percent each in the total postage computed at the pound rates in effect under existing law on that portion of second-class mail sent outside the county of publication, the first 20 percent increase to take effect on the first day of the second quarter following the approval of

the bill and the second and third such increases to take effect 1 and 2 years, thereafter, respectively, except that in the case of newspapers such increases shall be at the rate of 10 percent instead of 20 percent. In section 2 (a) of the House amendment, such permanent increases were limited to 10 percent in the case of all such second-class mail, including newspapers. The conference substitute adopts the provisions of the House amendment.

Section 2 (a) of the Senate bill further provided that publications having over 75 percent advertising in more than one-half of their issues during any 12 months' period shall be ineligible for second-class mailing privileges, except that a charge made solely for the publication of transportation schedules, fares, and related information shall not be construed to be a charge for advertising for the purpose of this provision. The House amendment contained the provision of the Senate bill which bars from second-class mailing privileges publications having over 75 percent advertising in more than one-half of their issues during any 12 months' period, but omitted the provision which excepts charges made solely for the publication of transportation schedules, fares, and related information from being construed as advertising charges. The conference substitute retains the provisions of the Senate bill.

Section 2 (a) of the Senate bill also contained a provision which continues in effect the existing second-class mail rates on publications maintained by and in the interests of nonprofit religious, educational, scientific, philanthropic, agricultural, labor, or fraternal organizations or associations, and which extends such rates to veterans' organizations or associations not now entitled thereto, to temperance organizations or associations, and to service clubs. A further provision continued in effect the existing rates with respect to any religious, educational, or scientific publications designed specifically for use in school classrooms or religious instruction classes, whether or not the publisher is a nonprofit organization, and includes temperance publications within such categories of publications. The House amendment contained provisions to the same effect as those of the Senate bill, except that (1) temperance organizations or associations, service clubs, and temperance publications are excluded from the House provisions; and (2) it is required that the publisher of any such publication, before being entitled to the existing rate, shall furnish to the Postmaster General proof of qualification at such times and in such manner as the Postmaster General may prescribe. The conference substitute retains the provisions of the House amendment. Since the word "temperance" does not appear in the language of the House amendment, the conference committee emphasizes that it is not necessary specifically to include in the second proviso of section 2 (a) of the conference substitute nonprofit temperance organizations or associations among the categories of nonprofit organizations and associations with respect to which the existing rates are to remain unchanged, for the reason that these nonprofit temperance organizations and associations may qualify as educational organizations and associations within the meaning of the language of the second proviso of section 2 (a) of the conference substitute.

Section 3 of the Senate bill provided for an increase in the minimum charge per piece in third-class matter mailed in bulk from 1 cent to 1½ cents, to take effect on the first day of the third calendar month

following the calendar month of enactment of the bill, and a second increase in such minimum charge per piece to 1½ cents, to take effect 1 year after the effective date of the first increase. Section 3 of the House amendment provided for one increase in the minimum charge per piece on third-class bulk mailings to 1½ cents, effective on the same date as the date of the first of the two increases provided for by the Senate bill. The conference substitute retains the present minimum charge of 1 cent per piece until July 1, 1952, at which time this rate will be increased to 1½ cents per piece.

Section 3 of the Senate bill made no change in the existing minimum charge of 3 cents each for pieces of such size or form as to prevent ready facing and tying in bundles and requiring individual distributing. The House amendment increased the minimum charge for such pieces from 3 cents to 5 cents. The conference substitute retains the present rate of 3 cents for such odd size pieces in accordance with the Senate bill.

Section 3 of the Senate bill also provided that the existing rates on third-class matter, and not the increased rates prescribed by such section, shall continue to apply with respect to matter mailed by nonprofit religious, educational, scientific, temperance, philanthropic, agricultural, labor, veterans', or fraternal organizations or associations, or service clubs. The House amendment contained no such provision. The conference substitute retains the provisions of the Senate bill except that the words "temperance" and "service clubs" are omitted.

Section 4 of the Senate bill provided rates of postage on fourth-class mail (except books) which are in excess of the rates which were in effect on September 30, 1951, under section 204 (b) and (c) of the Postal Rate Revision and Federal Employees Salary Act of 1948, but less than the rates which became effective on October 1, 1951, by virtue of the Postmaster General's Order No. 46380. This order was the result of a provision in the Supplemental Appropriation Act, 1951 (Public Law 843, 81st Cong.), which, in effect, directed the Postmaster General to request the—

consent of the Interstate Commerce Commission to the establishment of such rate increases * * * as may be necessary to insure the receipt of revenue from fourth-class mail service sufficient to pay the cost of such service.

Authority to fix fourth-class postage rates in this manner was granted by section 207 of the Act of February 28, 1925, as amended (39 U. S. C., sec. 247).

In addition to superseding the rates on postage on fourth-class mail which became effective on October 1, 1951, by virtue of the order of the Postmaster General, the Senate bill prevented any future change in such fourth-class rates except by action of the Congress.

Except in the case of books, the House amendment contained no such provisions with respect to fourth-class mail, thus permitting the rates (other than on books) fixed by the order of the Postmaster General to continue in effect.

Both the Senate bill and the House amendment retained the rates of postage in effect on September 30, 1951, with respect to books, and provided that such rates shall remain in effect until otherwise provided by Congress.

The conference substitute, like the House amendment, does not provide for any change in existing fourth-class mail rates. The con-

ference committee points out, however, that the question of the advisability of continuing the method of fixing fourth-class postal rates by recommendation of the Postmaster General with the concurrence of the Interstate Commerce Commission will be explored by the Joint Committee on the Postal Service in its study of postal rates authorized by section 13 of the conference substitute.

Section 5 of the Senate bill and section 5 of the House amendment provided identical general increases in the fees charged in addition to the regular postage for special-delivery mail, except in the case of matter of the first class weighing not more than 2 pounds. In that case the Senate bill increased the fee from 15 cents to 20 cents while the House amendment increased the fee to 23 cents. The conference substitute contains the rates of the Senate bill for such special-delivery items.

Section 12 of the House amendment authorizes the Postmaster General to prescribe by regulation from time to time the fees to be charged for the following special services: (1) registry of mail matter; (2) insurance of mail matter, or other indemnification of senders thereof for lost or damaged articles; (3) securing a signed receipt upon delivery of registered or insured mail matter and returning such receipt to sender; (4) collect-on-delivery service; (5) special-delivery service; (6) special-handling service; (7) issuance of money orders; and (8) notice to publishers of undeliverable second-class mail, notice of change of address, and notice to addressee or sender of undeliverable third- or fourth-class matter, or of undeliverable second-class matter mailed at the transient rate. The House amendment further provided that regulations issued by the Postmaster General with respect to prescribing such fees shall supersede, to the extent prescribed therein, existing laws, regulations, and orders governing the fees for the services covered thereby. The Senate bill did not contain such provisions. The conference substitute retains the provisions of the House amendment. However, the conference committee points out that the method of fixing fees for the special services will be one of the subjects of the study to be conducted by the Joint Committee on the Postal Service.

JOINT COMMITTEE ON THE POSTAL SERVICE

Section 12 of title I of the Senate bill established a joint committee of the Congress, known as the Joint Committee on the Postal Service, to be composed of three members of the Committee on Post Office and Civil Service of the Senate, appointed by the President of the Senate, and three members, of the Committee on Post Office and Civil Service of the House of Representatives, appointed by the Speaker of the House.

The joint committee was charged with the duty of conducting a thorough study and investigation of the following matters relating to the Postal Service: (1) Methods and means for the economical and efficient development and improvement of the postal system; (2) the justification for expenditures in excess of revenue with respect to various postal services in the light of both the business and public service aspects of the postal service; (3) costs of handling, transporting, and distributing mail matter and procedures for reduction of such costs; (4) postal rates and charges; (5) the extent to which certain items of expenditures (including free postal services, international postal ser-

vices, subsidies, and services performed for other Government departments and agencies or justified only on a national welfare basis) should be excluded in the consideration of the costs of certain postal services; (6) cost ascertainment; (7) cost analysis; and (8) such other matters relating to the efficient and economical development and improvement of the postal service as might be deemed pertinent to the objects and purposes of the study and investigation.

This section also provided for the appointment, by the Joint Committee on the Postal Service, of an advisory council of not more than 20 members to assist the joint committee in its study and investigation of the postal service. The membership of the advisory council included representatives of the general public, representative users of the mails, members of accounting and management engineering firms, postal experts, representatives of postal employee organizations, and representatives of public transportation and distribution organizations (appointed with special reference to rate making in their fields). It was required that appointments as members of the advisory council be offered to officials of the Post Office Department and that the council should select its chairman from those members representing the general public. A member of the council in the executive branch of the Government was to receive the salary which he would normally receive for his services in the executive branch if he were not a member of the council plus such additional amount as may be necessary to make his total aggregate salary \$12,500 per annum. A member of the council from private life was to receive \$50 per diem when engaged in duties of the council. All members of the council were to be reimbursed for travel, subsistence, and other necessary expenses incurred in connection with their duties.

Section 12 also contained provisions granting the joint committee the subpoena power and the authority to procure necessary printing and binding, to appoint and fix the salaries of necessary personnel, to contract for the services of accounting and management engineering firms, and to employ certain part-time consultants and other experts at a rate not to exceed \$50 per diem. It was required that, insofar as practicable, the joint committee employ persons familiar with postal service operation, accounting practices, or public transportation and distribution problems, particularly rate making.

Section 12 also authorized the Joint Committee on the Postal Service to obtain directly from the Post Office Department, or any postal field office, information, suggestions, estimates, and statistics in conducting its study and investigation of the postal system; and such Department or postal field office was authorized to furnish such assistance to the joint committee upon request of the chairman or vice chairman.

The joint committee was required to report, from time to time, to the Committee on Post Office and Civil Service of the Senate and the Committee on Post Office and Civil Service of the House of Representatives and to submit its final report to the Senate and House of Representatives, not later than January 15, 1953, of the results of its study and investigation, together with necessary recommendations for legislation. The Joint Committee on the Postal Service was to cease to exist upon the submission to the Congress of its final report.

Section 12 also authorized the appropriation of such sums as are necessary to carry out the purposes of the section, such sums to be disbursed by the Secretary of the Senate on vouchers approved by the chairman or vice chairman of the joint committee.

The House amendment contained no provision for a Joint Committee on the Postal Service.

The conference substitute retains the provisions and objectives of section 12 of the Senate bill with regard to the Joint Committee on the Postal Service with the following modifications and exceptions:

(1) The chairman of the joint committee is to be the chairman of the Committee on Post Office and Civil Service of the Senate and the vice chairman is to be the chairman of the Committee on Post Office and Civil Service of the House of Representatives;

(2) The provisions of the Senate bill covering the scope of the matters to be studied by the joint committee are revised so as to establish clearly that the studies of revenues, expenditures, methods, procedures, cost ascertainment, postal policies, etc., by the Joint Committee will relate to the problem of postal rates;

(3) The provisions of the Senate bill relating to the advisory council are eliminated;

(4) The compensation of personnel employed by the joint committee shall not exceed the maximum compensation payable under section 202 (c) of the Legislative Reorganization Act of 1946, as amended, in the case of employees of standing committees;

(5) The chairman and vice chairman of the joint committee may assign staff members of their respective committees to duties in connection with the operation of the joint committee;

(6) The sums authorized to be appropriated for the use of the joint committee are limited to \$100,000; and

(7) Appropriations for the use of the joint committee are to be disbursed on vouchers signed by both the chairman and the vice chairman of the joint committee.

APPLICATION TO GUAM

Pursuant to section 25 (b) of the act of August 1, 1950 (Public Law 630, 81st Cong.), providing that "* * * no law of the United States * * * shall have any force or effect within Guam unless specifically made applicable by Act of the Congress * * *", section 14 of the conference substitute makes the provisions of the conference substitute applicable to Guam.

The following is a discussion of title II of the Senate bill, relating to annual and sick leave, as changed by the conference substitute.

ANNUAL AND SICK LEAVE ACT OF 1951

Title II of the Senate bill constitutes a new annual and sick leave law for substantially all civilian officers and employees of the United States and of the government of the District of Columbia.

Section 201 provides that the title may be cited as the "Annual and Sick Leave Act of 1951."

Section 202 extends the coverage of the law to all civilian officers and employees of the United States and of the government of the District of Columbia with the exception of certain specified categories of officers and employees who are exempted by reason of the special circumstances of their employment. These exempted officers and employees are (1) teachers and librarians of the public schools of the

District of Columbia, (2) part-time officers and employees without a regular tour of duty in each administrative workweek, (3) temporary employees engaged on construction work at hourly rates, (4) employees of the Canal Zone Government and the Panama Canal Company when employed on the Isthmus of Panama, (5) commissioned officers of the Public Health Service, (6) commissioned officers of the Coast and Geodetic Survey, (7) doctors, dentists, and nurses in the Department of Medicine and Surgery of the Veterans' Administration, (8) officers and employees of the Senate and House of Representatives, and (9) officers and employees of any corporation under the supervision of the Farm Credit Administration of which corporation any member of the board of directors is elected or appointed by private interests. Since there is no intention to make the bill applicable to judges who have not heretofore been subject to the leave laws or who have their own separate leave system, the provision of the Senate bill repealing provisions of the act of April 1, 1942, which relate to the leave of judges of the municipal court of the District of Columbia, were deleted. Officers and members of the Metropolitan Police and the Fire Department of the District of Columbia are subject to the annual-leave provisions of the law but are exempt from the sick-leave provisions.

Section 203 provides annual leave as follows: one-half day for each full biweekly pay period for officers and employees with less than 3 years of service, three-fourths day per biweekly pay period (except that the accrual for the last full biweekly pay period in any year shall be $1\frac{1}{4}$ days) for officers and employees with 3 but less than 15 years of service, and 1 day per biweekly pay period for officers and employees with 15 years or more of service. There is no credit of annual leave for fractional parts of biweekly pay periods either at the beginning or end of an employee's period of service. In the case of officers and employees who are not paid on the basis of biweekly pay periods, leave accrues on the same basis as it would accrue if such officers and employees were paid on a biweekly basis. Any change in the rate of accrual of leave by an officer or employee shall take effect at the beginning of the next succeeding pay period following the one in which he completes the prescribed period of service.

All service which could be creditable under section 5 of the Civil Service Retirement Act of May 29, 1930, as amended, for the purposes of an annuity under such act shall be used in determining years of service for the purposes of section 203.

Annual leave which is not used by an officer or employee may accumulate for use in succeeding years in an amount not to exceed 60 days at the end of the last complete biweekly pay period in any year. A maximum accumulation of not in excess of 90 days at the end of the last complete biweekly pay period in any year is authorized with respect to certain categories of Federal employees stationed outside the several States and the District of Columbia. This means either fiscal or calendar year depending on whether the agency administers leave on a fiscal or calendar year basis.

Special leave provisions are provided for officers and employees in the Foreign Service of the United States under the Department of State. Such officers and employees may be granted leave of absence for use in the United States, its Territories or possessions, at a rate equivalent to 1 week for each 4 months of service outside the several States and the District of Columbia. Such leave may be accumulated

without limitation, but any such leave which is not used during one or between two consecutive assignments outside the several States and the District of Columbia shall not be made the basis for any terminal leave or lump-sum payment.

In the case of officers and employees whose post of duty is outside the several States and the District of Columbia and who return to any such State or the District of Columbia travel time in going to and from their posts of duty shall not be charged against the leave of such officers and employees. However, this provision does not apply with respect to more than one period of leave in any 24-month period.

Section 203 also provides that no leave shall be credited to an officer or employee until he has been currently employed for a continuous period of 90 days under one or more appointments. The purpose of this provision is to prevent the granting of leave to employees who serve for periods of less than 90 days. When an officer or employee has completed 90 days of service he will be credited retroactively with leave for the entire period.

Annual leave with pay not in excess of the amount allowed employees who are citizens of the United States may, in the discretion of the head of the department or agency concerned, be granted alien employees occupying positions outside the several States and the District of Columbia.

Annual leave provided for in section 203, including such leave as will accrue to any officer or employee during the year, may be granted at any time during the year as may be prescribed by the heads of the various departments and independent establishments.

Section 204 provides sick leave for officers and employees on the basis of one-half day for each biweekly pay period. Sick leave shall accumulate without limit for use by the officer or employee. Section 204 also permits the advancement of not to exceed 30 days' sick leave in cases of serious disability or ailments and when required by the urgency of the situation.

Section 205 contains several technical provisions necessary for the proper administration of the new annual and sick leave law. Also, it provides that part-time officers and employees, unless otherwise excepted, shall be entitled to annual and sick leave on a pro rata basis.

Section 206 authorizes the Civil Service Commission to prescribe necessary rules and regulations for the administration of the new annual and sick leave law.

Section 207 repeals certain acts and parts of acts which are inconsistent with the new annual and sick leave law.

Section 208 provides that the amount of annual leave previously accumulated by an officer or employee, which is carried over into the period covered by the new annual and sick leave law and which is in excess of the maximum amount of accumulated annual leave allowable to such officer or employee under the new law, shall, notwithstanding such maximum allowable amount, remain to the credit of such officer or employee until such excess annual leave is used. The amount of any such excess annual leave of an officer or employee is reduced by that amount of annual leave used by him during any year which is in excess of the annual leave which accrued to him during that year.

Section 208 also makes provision for converting to a workday basis the calendar days of leave to the credit of officers and employees

previously subject to a leave system administered on a calendar-day basis by allowing credit, on the effective date of the new law, of five-sevenths days of leave on a workday basis for each calendar day of leave to his credit on such date.

Section 208 further provides in subsection (d) that substitute employees in the postal field service (except substitute rural carriers), serving during the period from December 1, 1950, to January 6, 1952, under a temporary or indefinite appointment for not less than 90 days, shall be considered to have earned annual and sick leave during that period at the same rate as regular and substitute classified employees in the postal field service and shall receive appropriate credit for such annual and sick leave under the new annual and sick leave law. No provision is made under existing law for granting annual and sick leave to temporary employees in the postal field service. At the present time all appointments are made on a temporary or indefinite basis with the result that such employees may remain on the rolls for extended periods without opportunity to earn annual or sick leave.

The House recently considered this problem when it passed H. R. 3605, on June 4, 1951, which granted to substitute temporary and indefinite employees in the postal field service serving under appointments of not less than 90 days the same annual and sick leave benefits as enjoyed by regular and substitute classified employees in the postal field service. H. R. 3605 was not enacted into law. Since employees in the postal field service serving under a temporary or indefinite appointment of not less than 90 days are entitled to annual and sick leave benefits under the new annual and sick leave provisions of title II of the Senate bill, section 208 (d) merely carries out the purposes of H. R. 3605, as passed the House, with appropriate changes in language to conform to the provisions of the new annual and sick leave law.

Section 209 provides that the Annual and Sick Leave Act of 1951, except paragraph (8) of section 207 (a), shall take effect on January 6, 1952. Such paragraph (8) is to take effect on the date of the enactment of the Independent Offices Appropriation Act, 1952. This paragraph repeals section 601 of such act which provides (1) that no funds appropriated under such act or any other act shall be available to pay for annual leave accumulated by any civilian officer or employee during the calendar year 1951 and unused at the close of business on June 30, 1952, and (2) that no civilian officer or employee shall be entitled to earn annual leave at a rate in excess of 20 days per annum.

TOM MURRAY,
GEORGE M. RHODES,
M. G. BURNSIDE,
EDWARD H. REES,
HAROLD C. HAGEN,

Managers on the Part of the House.

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